

Final Report
 Grant No.: 519-A-00-01-00092-00
 Emergency Shelter Construction, El Salvador

Organization:	Lutheran World Relief	Date:	September 14, 2001
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Program Title: **Earthquake Response, Emergency Shelter Construction**
 Grant No.: **519-A-00-01-00092-00**
 Country: **El Salvador, Central America**
 Disaster/Hazard: **Earthquake**
 Time Period: **9 March – June 30, 2001**

Summary of Achievements

The goal of this project was to provide shelter for 1200 families left destitute by the earthquakes of January 13 and February 13, 2001 prior to the onset of the rainy season. Originally approved for four months, the project was completed ahead of schedule with funds to spare. A one-month no-cost extension was requested to use the remaining funds to build an additional 115 temporary shelters. These were completed within the extension period. In total 1,315 temporary shelters were completed.

Objective: To build 1200 shelters for 1200 families in the following locations:

DEPARTMENT	MUNICIPALITY
San Vicente	Verapaz
	Guadalupe
	Tepetitán
La Paz	Jerusalén
	San Juan Tepezontes
	San Miguel Tepezontes
	San Pedro Nonualco
Cuscatlán	El Carmen
Sonsonate	Santa Catarina Masahuat

No-cost extension expanded construction to:

DEPARTMENT	MUNICIPALITY	COMMUNITY
Sonsonate	Nahuizalco	Pushtan
		Cusamaluco
		El Cerrito
	San Antonio Del Monte	San Ramón
		El Castaño
Usulután	Jiquilisco	El Encanto
	Puerto El Triunfo	Buenos Aires
		El Sitio

Revised total: **1,320 temporary shelters**

Resources: **US\$ 231,629**

BACKGROUND

On January 13, 2001, an earthquake with a magnitude of 7.6 on the Richter Scale occurred off the El Salvadoran coastline. On February 13, 2001, an earthquake with a magnitude of 6.6 on the Richter Scale again struck El Salvador. The earthquake's epicenter was located some 30 km east of San Salvador in San Pedro Nonualco in the department of La Paz, and was felt throughout El Salvador and in Guatemala and Honduras.

After the January earthquake, Lutheran World Federation / Department for World Service (LWF) – El Salvador, a founding member of the ACT network an implementing partner of Lutheran World Relief (LWR), responded along a number of fronts, including preparations for the rehabilitation phase, which did not include the provision of temporary shelter. This was deliberately excluded because of El Salvador's history with temporary shelters becoming permanent housing.

Throughout Salvadoran history, poorest rural and marginalized communities have been hardest hit in times of disaster. The responding emergency relief is almost immediately, provided by governments and international cooperation. However, when this aid includes temporary shelter projects, follow-up initiatives for housing reconstruction have been lacking. As an example, a large number of victims of the 1986 earthquakes continue to live in what was meant to be temporary shelters.

Following the 13 February 2001 earthquake, LWF revised its activities to include the provision of temporary shelters, due largely to the increased number of homeless families and their need for shelter from the imminent rainy season. It is planning a follow-up rehabilitation

PROGRAM OVERVIEW

A. Goal

To provide temporary shelter for 1,200 families whose houses were completely destroyed and who expect to be provided of permanent houses. When applicable, temporary shelter will include a cemented foundation for future construction and plastic sheets, metal tubs, tents, etc. This was later expanded in a one-month no-cost extension to include an additional 115 temporary shelters.

Profile of the Targeted Population:

The targeted population are those who have been identified as the poorest in the corresponding communities of the Municipalities.

Geographic Location

DEPARTMENT	MUNICIPALITY	COMMUNITY	# of Shelters
San Vicente	Verapaz	Verapaz	0
	Guadalupe	Laguneta, Guadalupe	124
	Tepetitán/San Cayetano	La Línea Sur, El Santuario	416
		Bo. San José, Línea Norte	
La Paz	Jerusalén	El Chile	14
	San Juan Tepezontes	Bo. El Calvario, La Esperanza,	154
		El Guaje, La Cruz, Los Laureles	
		Los Capulataste, Bo. El Común	
		Bo. La Cruz, Bo. Costa Rica	
	San Miguel Tepezontes/San Antonio Masahuat	Soledad las Flores, Los Borjas, San Bartolo, Bo. El Calvario, El Carmen	128
		El Rosario, El Transito	
	San Pedro Nonualco/San Antonio Masahuat	El Socorro, Los Solares, La Instancia, Belén, El Angel, La Sabana	169
Cuscatlán	El Carmen	Concepción, Santa Lucía, El Cocal,	100
		San Antonio	

Sonsonate	Santa Catarina Masahuat	Dos Puertas, El Porvenir	100
	Nahuizalco	Pushtán	20
		Cusamaluco	20
		El Cerrito	15
	San Antonio del Monte	San Ramón	10
		El Castaño	10
Usulután	Jiquilisco	El Encanto	6
	Puerto El Triunfo	Buenos Aires	11
		El Sitio	23
Total			1,320

Note: The Temporary shelters to be initially provided to the people in Verapaz (200) where finally installed in San Cayetano Istepeque (416), where no housing assistance had been considered. The Salvadoran Armed Forces had already assisted the Verapaz community with temporary housing when the LWF arrived. San Cayetano Istepeque and Verapaz are neighboring communities.

III. **PROGRAM PERFORMANCE**

LWF set up three teams to manage the various activities:

The Design and Management Team was responsible for designing the structures and management of the overall operations.

The Tent Fabrication Team turned the plastic sheeting into tent shells, producing on average 30 shells per day. The metal frames for the tent were made under contract by four local small enterprises in San Salvador.

The Training/Installation Team and local representatives visited the communities in order to verify the information stated in the census provided by the local government and community leaders. This census was also used to identify the most affected families. They then accompanied the kits to the target communities, trained community leaders and a limited number of beneficiaries in shelter construction. Community leaders in turn trained more beneficiaries. Beneficiaries assembled the plastic modules and the metal structures to build their own temporary houses. The LWF staff supervised the process. Average installation time per shelter was 1.5 hours.

Beneficiary Criteria

The LWF visited the affected zones in order to verify the damages caused by the earthquake and provided emergency relief aid as an immediate response to victims. After the second earthquake, the LWF conducted a census among the affected communities of the departments hit by the seismic activity. Over the following days, the temporary shelter project was discussed with community leaders, potential beneficiaries, local authorities and organizations and other social sectors. The beneficiaries responded positively to LWF staff explanations about self-assistance and Sphere Project Standards.

The targeted population were those who have been identified as *vulnerable groups* (the poorest, landless, large families, children, elderly people, single mothers and handicapped) in the corresponding communities of the municipalities covered by this project. Even though these families are not landowners, the small crops and harvest, where existed, were seriously damaged during the earthquakes.

Shelter Criteria:

LWF's criteria for temporary shelters is based on the Code of Conduct for Humanitarian Aid Organizations and Humanitarian Charter and Minimum Norms for Humanitarian Response in Emergency Cases (Sphere Project Standards). These shelters were designed to be:

- A durable but temporary solution;
- Easy to handle, assemble and remove (adapted to targeted population conditions)
- Sturdy but flexible in case of other aftershocks or seismic activity
- Non-harmful to the environment
- Suitable to tropical weather: adequate ventilation and light and mosquito-proof.
- Spacious enough for two standard beds (1.40m x 1.90m)

Shelter Description:

- A metal structure made of 1/2" iron-bars, with the following measures: 3m x 4m x 2.5m
- The bottom of the vertical poles are fixed with plates to anchor the tent to the ground. The tent is further stabilized with nylon ropes extending from the four corners of the tent to four anchors.
- The walls and roof of the shelter are made of plastic-sheet provided by USAID/OFDA.
- The walls and roof overlaps are manually tied, through eyelets, using nylon rope. The same is true for the mosquito netting for the front and rear of the tent.
- The back and front angles, formed by the walls and roof of the tent, are covered with metal mosquito netting, which allows for adequate ventilation and light while preventing entry to mosquitos. Dengue fever is a common affliction during the rainy season.

These tents meet the following Sphere Standards:

- 3-4m² of covered area per person
- optimal ventilation and protection from direct sunlight
- Shelter material provides enough thermal capacity
- Plastic sheeting meets the specifications defined by MSF and UNCHR
- Were built to not appear to be more permanent than temporary
- Were not built of wood to avoid deforestation
- Are readily moveable

Implementation

At all times, the project worked through local government and community leaders and institutions. For example, in San Juan Tepezontes, community leaders organized a civic committee, *CODERSAJUT*, which coordinated with LWF staff the activities undertaken during the emergency period. In El Carmen, a municipality with a non-responsive local government, coordination with the local church was key to delivery of services into the villages of Santa Lucia and Concepción. Through the church, local organizations facilitated transport for shelter distribution in Santa Lucia.

Some positive results of this coordination include the creation of such Community Directive Boards as the one in San Miguel Tepezontes. In Guadalupe, leaders and representatives of twelve affected communities organized the Comité Intercomunal, an umbrella organization that brings together several communities. The committee consists of 24 representatives from six urban neighborhoods and six rural communities. And the people in the urban areas of Verapaz organized 12 directive boards and their corresponding health committees and have developed cleaning and sanitation campaigns in order to prevent any possible epidemic.

Obstacles And Resolutions

Though the project encountered no obstacles that significantly impacted implementation of this project, some minor obstacles were encountered.

- In a number of instances, LWF found communities it had targeted during the planning and consultation period being served by other organizations when it arrived to deliver the shelters. Examples of this were Verapaz and Tepetitán in San Vicente and Jerusalem in La Paz. In all

cases, the Teams quickly conducted another census, verified the results and retargeted other hard-hit communities. These were not hard to find.

- In El Carmen, Cuscatlan, some beneficiaries declined participation in the temporary housing project. This decision came after Mayor of the municipality, Leticia de Jesús Hernández, warned them not to accept temporary shelter from entities other than the Municipality. If they were to do so, she stated, they would not be included in the official temporary and housing program that this Municipality coordinated with the National Army Forces, and probably left out of any official permanent housing reconstruction program. Many Non-Government Organizations (NGO's) denounced the Salvadoran Government and some local authorities related to the official party for using relief aid to gain political ground and promote their own political party. Community members were afraid of being not included in future Government assistance programs. LWF held several meetings with residents of these communities to discuss the situation and explained its own project. Most residents decided to receive the assistance LWF offered.

LWF staff focused on people's needs and avoided any approach that might lead into such a partisan activities. LWF requested local religious leaders to mediate in this affair. No further incidents were reported after this mediation.

Follow-on Activities

Planning for housing reconstruction

LWF is currently participating in the construction of permanent housing for a certain number of those families affected by the earthquake, and who have been beneficiaries of the temporary housing project. The process to implement this new project is as follows: LWF participates in community assemblies, where a list of potential beneficiaries is presented, which LWF then verifies. Once the list is accepted, the beneficiaries are involved during the entire construction process working together with qualified personnel. As the housing project ends, the beneficiaries will compensate the community through local improvement works. The current project will also provide legal assistance to those beneficiaries in the purchase of land where the permanent housing will be constructed. The financial resources may come from national or local governments, NGO's or any other institution willing to help these community members.

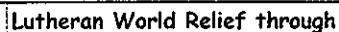
Disposition of temporary shelters

Once the families using the temporary shelters have been moved to more permanent housing, the temporary shelters will be taken down, collected and stored by LWF for future emergency use. The temporary shelters can also be provided to families who have not received any emergency roofing and are in need of a temporary shelter. As the tent roofs and walls wear out, they will be handed to communities for use as compost covers.

IV. Resource Use/Expenditures

See attached.

Description	Type of	No of	Cumulative	Approved Budget	Budget Modifications	Modified Budget	Cumulative Expenses	Balance	Balance
	Unit	Units	Units	US\$	US \$	US \$	US \$	US \$	%
Implementation & Monitoring Expenses									
Salaries Staff and Support									
Field Staff (12)	month	2	2.19	19,200	1,849.00	21,049	20,920	(1,720)	-8%
Administrative Assistants - 1	month	2		1,600	0.00	1,600	1,600	-	0%
Warehouse watchman	month	2		1,143	-0.14	1,143	1,143	-	0%
Security guard (Security compan	month	2	2.38	1,377	106.20	1,483	1,483	(106)	-7%
				23,320	1,955.06	25,275	25,146	(1,826)	-7%
Office Operation									
Stationeries and Supplies	lumpsum			434	128.31	562	448	(14)	-2%
Communications -Tel, fax, email	month	2		274	100.09	374	236	38	10%
				708	228.40	936	684	24	3%
Vehicle Operation									
Vehicles Fuel and Maintenance	month	2		1,371	-397.83	973	532	839	86%
Rental pick ups	unit	1	0.00	800	7.24	807	807	(7)	-1%
				2,171	-390.59	1,780	1,339	832	47%
Administrative Expenses									
Per Diem to technicians	month	2		1,500	-631.14	869	868	632	73%
				1,500	-631.14	869	868	632	73%
Audit									
	lumpsum			2,000	0.00	2,000	2,000	-	0%
				2,000	0.00	2,000	2,000	-	0%
Sub total Implem. & Monit. Expenses									
				29,699	1,161.73	30,860	30,037	(338)	-1%
Total Direct Costs									
				199,680	0.73	199,680	199,056	624	0%
LWR NICRA 16%									
				31,949		25,359	25,280	6,669	26%
Total Project Costs									
				231,629		225,039	224,336	7,293	3%
Note: LWR NICRA was lowered to 12.7% provisional; Balance column nets cumulative expenditures against approved budget since budget modification was never submitted									



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Final Report

Award No. 519-A-00-01-00092-00

Program	Emergency Response to the Earthquake,
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Effective dates March 9 - June 30, 2001

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